Government of Saskatchewan

Annual Report 1983 - 84

Saskatchewan Indian and Native Affairs Secretariat

85-52357

Government of Saskatchewan

Annual Report 1983 - 84

Saskatchewan Indian and Native Affairs Secretariat

for the fiscal year ending
March 31, 1984

Minister
The Honourable Sid Dutchak

Saskatchewan
Indian and Native Affairs
Secretariat

544-1914 Hamilton Street
Regina, Saskatchewan
S4P 3N6

Letters of Transmittal

The Honourable F.W. Johnson
Lieutenant Governor
Province of Saskatchewan

May it Please Your Honour:

I respectfully submit the Annual Report of the Indian and Native Affairs Secretariat for the fiscal year ending March 31, 1984.

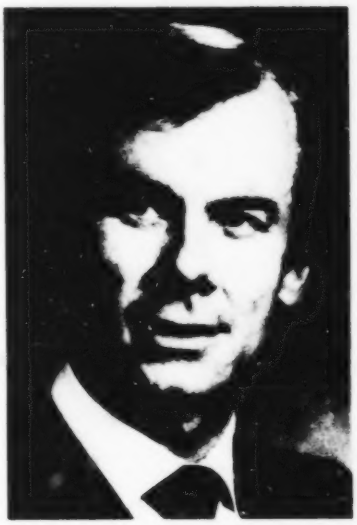
Sid Dutchak
Minister Responsible for
Indian and Native Affairs

The Honourable Sid Dutchak
Minister Responsible for
Indian and Native Affairs
Regina, Saskatchewan

Dear Sir:

I have the honour of submitting the Annual Report of the Indian and Native Affairs Secretariat for the year ending March 31, 1984.

Respectfully submitted,



Ian B. Cowie
Secretary

Table of Contents

Letters of Transmittal 3

Secretary's Introduction 7

Secretariat Organization 8

Economic Development

- Introduction 9
- Indian Economic Development Program 9
- Metis and Non-Status Indian Economic Development 10
- Urban Native Economic Development 10
- Extension of Special ARDA 10
- A Comprehensive Economic Development Policy 11

Planning and Coordination

- Interdepartmental Coordination 11
- Government-Aboriginal Relationship 11

Indian Field Services 11

Lands and Resources

- Treaty Land Entitlement 12
- Land and Land Use Issues 12
- Resources 12

Constitutional and Intergovernmental Affairs 13

- Intergovernmental Affairs 13
- Constitutional Affairs 13

Indian and Native Affairs

- Secretariat Year-End Expenditures, 1983 - 84 15

Secretary's Introduction

I am pleased to submit this first Annual Report of the Indian and Native Affairs Secretariat. The past year was highlighted by the establishment of the Secretariat on April 1, 1983, as a separate agency under provincial legislation and by the associated appointment of a Minister Responsible for Indian and Native Affairs.

The agency is the successor of the earlier established Indian and Native Affairs Branch within the Department of Intergovernmental Affairs. That branch had drawn together four separate units responsible for aboriginal affairs in three different line departments.

The Secretariat has the mandate in legislation to act as the contact for Indian and Native people with the Government of Saskatchewan; to establish social and economic development programs and policies for Indian and Native people; and to make recommendations with respect to matters affecting Indian and Native peoples.

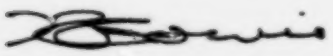
Functions central to the agency are the coordination of government policies, programs and fiscal arrangements across all Departments of the Government; the formation of policy in priority areas such as economic development, lands and resources, and aboriginal constitutional matters; and the management of the Government-Aboriginal relationship, inclusive of the funding relationship.

During the first year of the Secretariat's operations, organizational matters were an early concern. A Regina Headquarters office was established and an Indian Field Services Division was mandated in Saskatoon to bring provincial programs and services more closely in touch with local needs.

Policy and program initiatives of note in the year under review included the implementation of the Indian Economic Development Program, completion of the first phase of comprehensive study on Metis and Non-Status Indian socio-economic development, conclusion of a major policy review on Indian Treaty Land Entitlement, expansion of relations with Indian and Native people at the provincial and community levels, and policy initiatives in respect of aboriginal constitutional and Indian Self-Government matters.

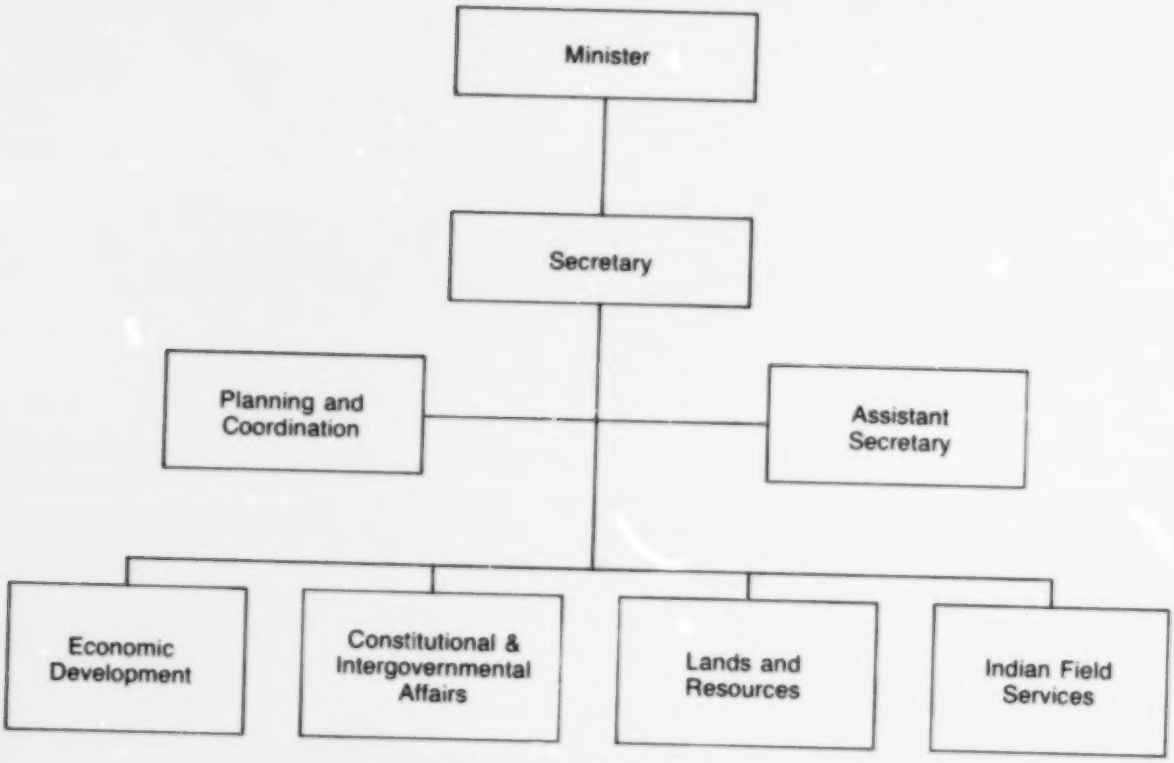
In the latter part of the fiscal year, the Secretariat set a priority on enriching its intergovernmental, interdepartmental and community relations. New mechanisms were established for ongoing coordination of efforts between governments, and within the provincial government.

I wish to thank the staff of the Secretariat who were the vital element in this formative period in the life of the agency.



Ian B. Cowie
Secretary

Indian and Native Affairs Secretariat Organization



Economic Development

Introduction

Saskatchewan has a unique demographic configuration of aboriginal people in proportion to the overall population. Estimates of Indian and Native peoples as a percentage of population range from 10-12% overall. Within the urban core of Regina they represent upwards of 20%, while aboriginal people are represented to a somewhat lesser extent by percentage of population in Saskatoon. Aboriginal people, as a consequence, are uniquely poised to both contribute to and influence the future economy of the Province. In the interests of enhancing this potential, the Indian and Native Affairs Secretariat set a priority on initiatives in 1983-84 that would support the economic interests of aboriginal peoples in response to their determination of local priorities, and at a pace that would see long-term benefits occurring in income and employment.

Indian Economic Development Program

Early in 1983, the provincial government established a $2 million fund to support Indian Economic Development. During the first five months of the fiscal year, the Indian and Native Affairs Secretariat entered into extensive consultations with Indian Bands and other government departments to shape the delivery mechanism around the new program. Applications were subsequently finalized and funding commenced in January, 1984.

By the end of March, 1984, a total of forty-nine grants had been disbursed at an expenditure level of $1,980,713. These grants were of four general types: economic sector institution projects, multiple Band projects, Band-specific projects, and organizational projects.

Funding to economic sectors is illustrated by the $200,000 grant provided to the Saskatchewan Indian Agriculture Program for initial capitalization of an agricultural loan fund. Two other agricultural grants were provided to purchase wild rice harvesters and to undertake a wild rice marketing study. Initial capitalization of a small business loan fund and a $100,000 grant for initial capitalization of an investment management services company were also provided.

In several instances, Indian Bands collaborated on joint ventures. A grant of $70,825 went to the Kinookimaw Beach Association to upgrade campground facilities at the resort. The Kinookimaw Beach Association is comprised of seven southern Indian Bands. Three northern Bands received an $18,000 grant to undertake a feasibility study on the purchase of a wood supplies operation.

Forty grants were provided to individual Indian Bands for economic development projects. These encompassed a wide range of business initiatives including sand and gravel operations, trucking, service stations, improvements in farm equipment, development of pastures and cattle activities, and the development of arts and crafts industries. Funds also went to individual bands for various economic development feasibility studies, the results of which will be evaluated for their potential in the upcoming fiscal year.

Provincial funding has proved to be the essential catalyst in the development of many viable Indian economic development projects. The Province's funding has served to lever funding from other sources, both private and public, at a ratio of 2.7:1 and the progam holds promise in its second year of operation of increasing the relative contribution from these sources. Jobs directly created by the program will, at a conservative estimate, exceed 300 in 1983-84. Jobs created as an indirect result are considerable. Indirect beneficiaries of the program are also a factor in assessing impact, for example, support given to the wild rice industry in the North will help stabilize this commodity for hundreds of permit holders.

Metis and Non-Status Indian Economic Development

The Province has in place specific policies and programs that respond to some of the barriers to economic participation that confront Metis and Non-Status Indian people. These programs address issues of employment, training and education, and related socio-economic needs in the areas of housing, health, and social assistance.

Beginning in 1983-84, the Province committed itself to review, in a comprehensive manner, the labour force participation of Metis and Non-Status Indians, the economic infrastructure of their communities, and the barriers to their fuller economic participation with a view to collaborating with Metis and Non-Status Indian people on new directions in economic development.

To that end, the Province completed a first phase of study in the year under review. The resulting report entitled, "Strategies for the Socio-Economic Development of Metis and Non-Status Indians in Saskatchewan" was publically released in 1984. The report was authored by Thorne Stevenson and Kellogg Consultants and proceeded from their independent assessment of existing data, the views contributed by a native advisory group, and consultations effected across the native community of Saskatchewan.

Urban Native Economic Development

In 1983, the provincial and federal governments signed, as part of the broader Economic and Regional Development Agreement, a course of action calling for a subsidiary agreement on economic development for urban native people.

Signing of an initial "Memorandum of Understanding" between the two governments on the urban core agreement is targetted for the Fall of 1985.

The agreement that is envisaged is unprecedented. The Province is ideally positioned to initiate such an agreement owing to its unique concentration of aboriginal people in the urban core of its major cities.

In 1983-84, the groundwork for the eventual agreement was laid. Initial discussions began with the City of Regina and aboriginal people within that urban municipality. The year ahead will see intensive work pursued that will consolidate research over the last decade and develop an action plan for the agreement. The work on the urban core will eventually be extended to encompass the City of Saskatoon.

Extension of Special ARDA

The federal and provincial governments are expected to sign an extension of the Special ARDA Agreement early in the 1984-85 fiscal year. The extension of the Agreement, which had its origin in the Agriculture and Rural Development Act of 1961, will result in continuation of a program which is targetted to socio-economic development in rural and remote areas, and in particular, to aboriginal residents and communities in these areas.

Special ARDA has been assisting people of aboriginal ancestry in the establishment of commercial ventures, primary producing, training, and infrastructure improvements since its inception in 1977.

Projects funded under the program have ranged from large scale commercial enterprises to improved income through farming. The hundreds of new jobs created through such ventures has translated into increased business activity throughout Saskatchewan. In addition to direct financial contribution and loans, the Government of Saskatchewan through the Departments of Advanced Education and Manpower, Agriculture, and Tourism and Small Business has made a substantial contribution of staff resources to the development and implementation of projects.

The Secretariat is leading the negotiations for the Province around the extension of the agreement and will co-chair, alongside the

federal government, the advisory committee of the future program.

A Comprehensive Economic Development Policy

As a high priority entering the 1984-85 fiscal year, the Secretariat is undertaking a comprehensive approach to the development of economic policy in respect of aboriginal peoples. The policy exercise will explore a broad field of activity, from training needs to participation in megaprojects. It will constitute probably the first exercise by a province to coordinate the efforts of federal, provincial and municipal governments in this field.

Planning and Coordination

Interdepartmental Coordination

The Secretariat is a central agency which coordinates policy and program acitivities across several sectors: interdepartmental, intergovernmental, and between the public and private sectors.

Planning and coordination is both an integral part of all of the Secretariat's work as well as an activity that takes on particular prominence at the interdepartmental level.

The Secretariat is responsible for the preparation, submission and defense of provincial government expenditures across all Departments in respect of aboriginal programs. This exercise, referred to as "development of the native package" is mounted on an annual basis and is timed to coincide with the general preparation of government estimates. A major objective in the development of the package is to achieve broad consistency in the development and application of policy across government Departments and Agencies and to set the policy framework that will guide program initiatives in key areas.

The planning system for development of the native package was recently refined: the planning calendar was advanced by four months and a committee of Deputy Ministers from participating Departments was convened to guide development of the expenditure plan.

The interdepartmental planning and coordination activity of the Secretariat was also enhanced by the assignment of staff policy officers to portfolios which reflected the spread of line Department interests. Policy advisors maintain general liaison with line Department staff and a watching brief on current issues. They also provide support to Departments, as required, in the development of policy papers and the management of decision-making processes around policy issues.

Government-Aboriginal Relationship

Over 100,000 aboriginal people reside in the Province, of which slightly over half are Status Indians. The interests of aboriginal people are represented at the provincial level by the Federation of Saskatchewan Indian Nations and the Association of Metis and Non-Status Indians of Saskatchewan. Aboriginal women are represented by two organizations: the Saskatchewan Indian Women's Association and the Saskatchewan Native Women's Association. Saskatchewan, in addition, has an Association of Friendship Centres which represents the friendship centres' movement at the provincial level.

It is notable that the Saskatchewan aboriginal leadership is not only strong at the provincial level but is a prominent component of the national leadership of aboriginal associations.

The Province has had a long history of involvement with the provincial Associations and has actively supported the Associations through both core and program funding. In the year under review, the Province distributed a total of $1,795,616 across the following organizations: Association of Metis and Non-Status Indians (core funding and constitutional funding), Federation of Saskatchewan Indian Nations (liaison funding), Saskatchewan Indian Women's Association (core funding), Saskatchewan Native Women's Association (core funding and constitutional funding), Native Communications Corporation (program funding), and the Saskatchewan Association of Friendship Centres (core funding).

The Province seeks to have its funding complement both the extent and nature of federal funding so that duplication in programming is avoided and scarce dollars are applied effectively and with parity across the organizations.

Indian Field Services

The field office of the Secretariat was established in Saskatoon, employing already

existing resources of what was formerly the Treaty Indian Liaison Unit of the Department of Agriculture.

A Director of field services and a small staff of community liaison officers are responsible for coordinating provincial services as they apply to Status Indian people and Indian Bands. The community liaison officers are located in close proximity to Indian Bands and take an active role in problem-solving on issues that are of concern to the Bands. The issues they respond to, as a result, are varied and extensive.

The field staff are, moreover, the delivery arm of the Indian Economic Development Program. They are responsible for assisting Bands in the development of project proposals, the analysis of the resulting proposals, and the preparation of funding recommendations. In 1983-84, the field staff explored options for the creation of an Indian Advisory Board which will have the mandate to review field staff recommendations for economic development funding and make subsequent recommendations to the Minister.

The field staff are also responsible for consultations with Bands on treaty land entitlement issues. They maintain close liaison on land entitlement issues with the Bands so affected and act as an important point of communication between the Province and the Bands.

Over and above the work with the Bands, the field unit takes an active liaison role with District Chiefs Councils and the provincial organization, the Federation of Saskatchewan Indian Nations.

Lands and Resources

Treaty Land Entitlement

The Treaty Land Entitlement Policy of 1976 was put under review in 1982.

The policy review was completed in the third quarter of the 1983-84 fiscal year. It was an extensive review involving the interests of the many Indian Bands of Saskatchewan who have an outstanding entitlement to lands under the original terms of the treaties concluded between Canada and Indian peoples.

When Canada and Saskatchewan signed the *Natural Resources Transfer Agreement* in 1930, paragraph 10 made provision for Canada to require from Saskatchewan the transfer of crown lands to meet Canada's obligation under the treaties concluded with Indian people. In the period between 1930 and 1975, the discharge of the legal entitlement of treaty Indians to lands went largely unfulfilled.

In 1976 the former government established what has become known as the "1976 Formula" for the transfer of lands in accordance with paragraph 10 of the *Natural Resources Transfer Agreement*. That policy was put under review in 1982, owing to the perceived need to address both the aspects of the policy which required definition and those issues that the administration of the policy had given rise to.

Options for a new policy were taken under consideration by Cabinet at the end of the year under review.

Land and Land Use Issues

The Indian and Native Affairs Secretariat coordinates provincial government activity on a wide range of land and land use issues involving Indian and Metis peoples. Examples of such issues in the year under review, include the following:

- negotiations continued on the conveyance of the Qu'Appelle River through Indian lands
- federal-provincial-Indian discussions occurred on the Shoal Lake land exchange
- initial consideration of the Metis interests in the lands at Batoche was undertaken in the context of the upcoming commemoration of the Batoche Centenary.

Resources

The Secretariat is also responsible for coordinating provincial activity on numerous renewable and non-renewable resource issues which involve the interests of Indian and Metis people. These issues include, for example, water rights and development, mineral ownership and access, resource revenue sharing, forestry and agriculture leases, hunting, fishing and trapping rights and the management of game and wildlife resources.

Progress was made in 1983-84 towards the establishment of a federal-provincial-Indian Committee to address hunting, fishing, and trapping issues.

Intergovernmental Affairs

The interlocking character of federal and provincial jurisdiction in respect of aboriginal peoples and the sectors of activity that concern them result in much of the Province's policy and program activity occurring by federal-provincial agreement and/or as a result of federal-provincial cooperation and coordination. This is more evidently so in regard to the status Indian population towards whom federal legislation and federal programs have been historically and prominently directed. The intergovernmental role of the Secretariat is also extended increasingly to include the urban municipalities of the Province.

Federal-provincial coordination is a prominent requirement in the effective delivery of economic development programs. The initiative was taken in 1983-84 to put in place more formal federal-provincial mechanisms to coordinate the policies and programs of the Province with those of the Departments of Indian and Northern Affairs, Regional Industrial Expansion, and the Canada Employment and Immigration Commission.

Federal-Provincial-Indian Committees were established to: negotiate an agreement on child care; address hunting, fishing and trapping issues; and one will soon be established to pilot new initiatives in regards to the Administration of Justice. Federal-Provincial-Indian meetings occurred on numerous issues, as for example, post-secondary education and land entitlement.

Constitutional Affairs

The second of four constitutional conferences on the Rights of the Aboriginal Peoples of Canada, required by Section 37 of the *Constitution Act, 1982*, occurred in Ottawa on March 8-9, 1984. The next constitutional conference of First Ministers is scheduled for April, 1985.

Participating in the Constitutional process are the federal, provincial and territorial governments and the four national aboriginal organizations, i.e. the Assembly of First Nations, the Inuit Committee on National Issues, the Metis National Council, and the Native Council of Canada. Saskatchewan manages its participation through a Committee of Ministers which includes the Premier, the Attorney General and the Minister of Indian and Native Affairs. The Ministers' Committee is mirrored by a Deputy Ministers' Committee.

Preparatory meetings to each First Ministers' Conference see the seventeen parties meeting at both the Ministerial and officials' level. Preparations for the 1984 Conference also included a series of working group meetings on specific agenda items.

The 1983 First Ministers' Conference resulted in an amendment to the *Constitution Act, 1982* and was generally regarded as a success on that account. Although the 1984 Conference did not give rise to a similar constitutional amendment, progress was marked, in particular, on discussions of proposed changes to those clauses affecting sexual equality between aboriginal men and women.

Saskatchewan made particular interventions at the 1984 First Ministers' Conference designed to achieve agreement on a workplan to focus preparations for the 1985 Conference. Premier Grant Devine set out the following five areas as priorities which the Government of Saskatchewan would see undertaken over the course of the coming year:

1. Process towards definitions and ramifications of various forms of Indian self-government along the lines outlined in the federal response to the Penner Report.
2. The process of community consultations somewhat along the lines outlined by the federal government in Yellowknife and discussed in Toronto and Victoria.
3. A process to address the identification and enumeration of the Metis.
4. The federal project to review services and program delivery by governments to the aboriginal peoples.
5. A process to resolve the questions of jurisdiction and responsibilities, including section 91(24).

Saskatchewan, in regard to the third objective noted above, has just completed a year of joint work with the Association of Metis and Non-Status Indians of Saskatchewan on the issue of the identification and enumeration of Metis and Non-Status Indians. The joint recommendations of the Province and the Association are expected to be tabled in the late Spring.

Indian and Native Affairs Secretariat Year-End Expenditures, 1983 - 1984

Administration	$1,322,123
Grants	3,508,669
Total Administration and Grants	$4,830,792